

# LINCOLNSHIRE FIRE & RESCUE

# RESOURCING FRAMEWORK

2020 – 2024



Lincolnshire  
COUNTY COUNCIL  
*Working for a better future*



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# 1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide clarity about how we ensure we have the appropriate resources and robust governance to manage our finances and resources to support our Integrated Risk Management Plan (IRMP).

The Resourcing Framework is part of a suite of Frameworks (Figure 1) which jointly outline how we mitigate the risks highlighted in our Community Risk Profile 'Understanding Risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents (Service Orders and LCC Guidance documents).

LFR uses a blended approach throughout the Frameworks to ensure sufficient and appropriate resources are available to address both Community and Corporate risks. The Resourcing Framework is targeted to provide flexibility and assurance that resources are appropriate to our risk across all other Frameworks

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

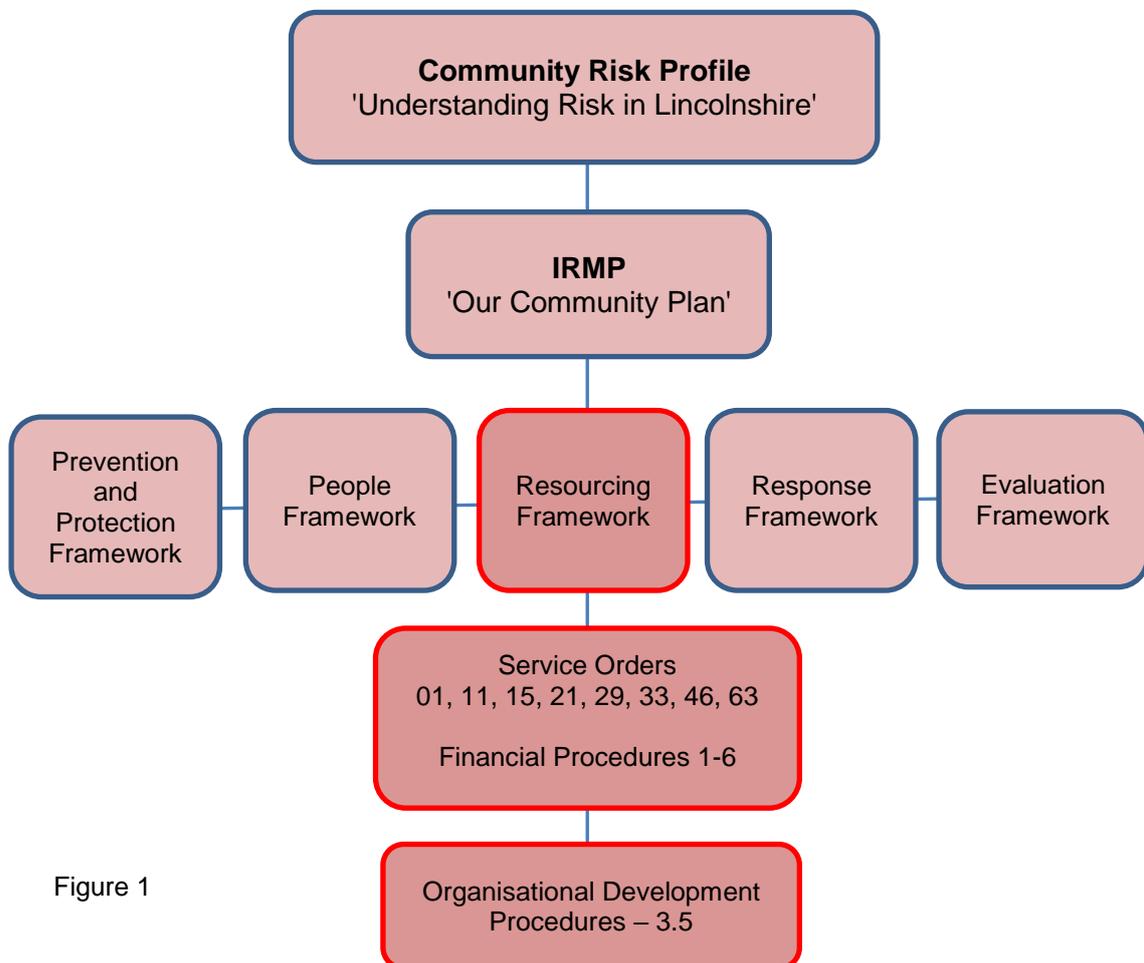


Figure 1

## **2 WHY DO WE HAVE A RESOURCING FRAMEWORK?**

The aim of our Resourcing framework is to facilitate all the other LFR Frameworks and ultimately Our Community Plan by addressing a number of the Corporate risks by ensuring LFR has the appropriate level of governance to identify and provide resources to deliver our business, in line with robust and clear financial management .

This Framework outlines how LFR will carry out its statutory, legislative and corporate Lincolnshire County Council (LCC) responsibilities within its current financial constraints.

The information and data supporting the Framework, in terms of resourcing to risk, is outlined within the Community Risk Profile 2020-24 which directly influences decision making and direction of key meetings and processes when identifying resource requirements for short, medium and long term sustainability.

LFR will ensure it complies with relevant statutory requirements contained within the following key pieces of legislation:

- Fire and Rescue Services Act 2004
- Health & Safety at Work Act 1974
- Section 151 of Local Government Act 1972
- Local Government Finance Act 1988

LFR is committed to delivering our Resourcing Framework to enable a flexible and agile process to meet the risks outlined within our IRMP and to support our other core Frameworks (Response, People, Prevention and Protection and Evaluation). This Framework will give assurance that we are able to deliver against our risk with the appropriate amount and type of resources, in line with agreed budget. This will also outline the robust scrutiny necessary to ensure budget and resources are allocated and used in the most effective and efficient manner.

## **3 OUR AMBITIONS**

For resourcing, LFR has set the following ambitions for 2020-24:

- We aim to ensure clear and robust scrutiny of budget management throughout the Service.
- We aim to provide effective and efficient use of resources to meet our risks.
- We aim to enable flexible and agile solutions for resourcing to support all other Frameworks in mitigating our risks.
- We aim to identify present and future resourcing requirements to meet the needs to mitigate our risks.

- We aim to have clear and transparent processes for decision making relating to resource requirements.

#### **4 OUR OBJECTIVES**

LFR has set the following resourcing objectives for 2020-24:

- We will produce monthly budget reports for Revenue and Capital reflecting actual and projected costs.
- We will deliver agreed services within 1% tolerance of agreed budget.
- We will have access to contingency funding to meet the demands of unplanned and unexpected events.
- We will have identified and utilised collaborative approaches in regards to procurement and/or partnership working to provide our resource requirements.
- We will ensure we have skilled and confident budget holders and managers within each role.
- We will ensure our equipment and kit is fit for purpose and enables us to deliver against our risk in a safe and efficient manner.
- We will ensure our people have the ability to progress and move to meet their personal ambitions and organisational needs.
- We will ensure our people have the skills to deliver in areas of their responsibility.
- We will ensure our projects and programmes are delivered within agreed timeframes and budgets.

#### **5 HOW WE WILL ACHIEVE THIS**

The Resourcing Framework identifies two key areas that will enable the Service to manage resources appropriately:

- Financial procedures
- Resource management

The blend of these two key areas will provide the budget and finances to enable key decisions to be made during the planning and reactive phases of our business. It is vital that there is a clear emphasis on the planning phase within this process so we are best placed to meet current and future demands from risk, along with any business continuity arrangements. We are acutely aware of the potential instability of budget allocation, which has a direct impact on our resources and therefore, the

most effective way to manage this risk is through sound planning and robust scrutiny and management of our budget.

As a County Council Authority we are required to manage our budget within the Financial Procedures as laid out in LCC Financial Regulations and Procedures document and subsequent Financial Procedures (1-6). Our Resourcing Framework outlines how LFR adheres to these procedures and allocates resources accordingly.

## **5.1 Financial procedures**

LFR's Financial Procedures ensure our Revenue and Capital programmes are planned and managed through regular scrutiny meetings and reports supporting the LCC Financial Procedures as follows:

1. **Financial management, financial planning and financial systems**  
(including policies and standards, system and records, virement, year-end procedures and accounts, budget management, monitoring and control, reserves and balances)
2. **Risk management and internal control**  
(including risk profiling and responsibility, counter fraud, insurance, information and information systems, provision of adequate audit, relationships with external audit and other inspection regimes)
3. **Accounting records**  
(including accounting records, accounting policies, year-end procedures, capital accounting, VAT, CITDS, Income Tax and National Insurance)
4. **Control of resources and assets**  
(including information security, inventories, stores, disposals, intellectual property, management of data and information, retention and disposal of records staffing, treasury management, loans to third parties, bank accounts, imprest accounts, cash management, trust funds.)
5. **Income and expenditure**  
(including goods and services ordering, payment, leasing, staff and Member payments, income monitoring, receipting, banking)
6. **External arrangements**  
(including partnership arrangements, external funding, provision of services to other bodies, other funds, commercialisation)

Revenue budget can best be described as our budget required for day to day running of the Service and Capital budget as budget to replace and improve our equipment, PPE and infrastructure.

Our finances are managed through our Budget Managers meetings held on a monthly basis and chaired by a Brigade Manager with LFR budget managers and LCC finance officers attending. The purpose of this group is to plan and manage the annual budget from planning, monitoring and reporting to ensure LFR adheres to the Financial Procedures outlined above.

### **5.1.1 Financial planning**

On an annual basis all budget managers provide a planning assumptions document for their area that highlights the revenue budget required to meet the resource needs to deliver the agreed outcomes of the Service,

These planning assumptions have direct links to activities and resources and full costs to deliver in each area against the IRMP and supporting Frameworks. The planning assumptions will give clear information on how our revenue budget is allocated to each area as follows:

- Response
- Prevention and protection
- Corporate (organisational development , operational support, fleet, commercial, administration)
- Staffing (wholetime central staffing costs per department)
- Emergency planning
- Additional Service costs (Service subscriptions, additional pension costs, premise insurance etc)

The capital planning assumptions document outlines the planned capital budget required to support projects, fleet replacement, equipment replacement and IT provision to enable LFR to function and respond to the risks identified. The capital budget plan covers a five year period and is grouped into the following areas:

- IT and communications
- Site works
- Fleet
- Equipment

These planning assumptions are grouped together to form the annual budget build required for sign off at LCC Executive prior to confirmation of the allocated budget for LFR.

The required budget will include agreed allocation from LCC along with other areas of funding such as Section 31 grants, collaboration grants, income generation and any other specific agreed additional income.

Financial planning will also include the risks that impact on budget setting in future years. It is required to understand the national and local economic picture in terms of potential austerity or prosperity and manage our resources accordingly. It is responsible to ensure there are plans in place to identify how we would resource the Service to meet our risks within a fluctuating financial environment.

### **5.1.2 Financial monitoring**

The planning assumptions documents form the basis of the monthly monitoring process to ensure LFR has the confidence and assurance that any variances of activities and resources, having an impact on the agreed budget, are understood, agreed and mitigated.

It is accepted that through the lifecycle of the budget relating to the planned assumptions, there will be variances needing to be mitigated. These variances can be imposed due to external factors such as legislative changes, unplanned significant events or conscious decision making by LFR to allocate resources to new or emerging risks.

The LFR monthly Budget Managers meeting feeds into the LCC Corporate Leadership Team on a monthly basis to provide an accurate profile of variances and progress of the agreed budget with clear narrative of mitigation of identified risks. This discharges LFR's responsibility to ensure regular and robust monitoring of budget management in line with LCC procedures.

### **5.1.3 Financial reporting**

To ensure our reporting process has access to the required data LFR utilises the budget management systems provided by LCC. All budget managers and budget holders have access to their specific areas to enable interrogation at all levels with support from LCC finance officers.

Budget holders meet with their budget managers on a monthly basis to provide detailed reports against the planning assumptions. Budget managers will provide their reports for budget managers meetings with a clear narrative on the actions taken to manage and mitigate the variances.

An example of expected activities to mitigate financial risk would be in terms of the unplanned cost associated with responding to a significant event or emergency such as

wide scale flooding. The budget manager would evaluate the costs and confirm if this met the Bellwin Scheme<sup>1</sup> requirements, and if so manage the process to claim back cost through the recognised scheme.

Where capital budget is aligned to agreed projects, this is reported at Programme Board to ensure progress and risks are identified at the earliest stage and any remedial action required by project managers is taken to ensure accurate reporting of progress is achieved. All significant unplanned costs identified will be highlighted as soon as possible to enable LCC CLT to consider the use of the emergency contingency reserves within LCC if required.

On an annual basis LFR will produce a Financial Statement of Assurance that summarises the annual budget outcomes, along with a summary of variances against allocated budget and planned assumptions. It also gives assurance and evidence of compliance to LCC Financial Procedures.

## **5.2 Resource management**

Our resource management is designed to enable LFR to be agile and adaptive to provide resources to meet the risks outlined within the IRMP in line with agreed budget for the Service. This is achieved by having a blended approach of short, medium and long term planning requirements and ability to react to emerging risks and business continuity arrangements. These will be met through agreed governance process.

Our resources are broadly split into two areas:

- Our people and skills
- Our equipment and buildings

We manage our resources through several key groups, with our Operational Support department being the lead area in the development and procurement of our kit and equipment. The functional groups that are discharged with the responsibility to meet the resourcing needs of the Service are:

- Internal Resourcing Board (IRB)
- Research Development and Implementation Board (RDI)
- Programme Board

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<sup>1</sup> \*The Bellwin Scheme is a UK Government emergency financial assistance which 'reimburses local authorities for costs incurred on, or in connection with, their immediate actions to safeguard life and property or to prevent suffering or severe inconvenience as a result of a disaster or emergency in their area'.

### **5.2.1 Internal resourcing board (IRB)**

IRB's primary function is to consider internal resourcing issues and any new requirements to staffing for LFR to enable departments to deliver against the identified risks within the IRMP.

To have a clear picture of resourcing requirements of our people, IRB holds responsibility for the workforce planning programme that identifies, as accurately as possible, the future profile of the Service in terms of potential leavers and skill requirements. This enables joined up planning of recruitment, promotion and budget requirements for the short, medium and long term.

IRB is responsible for ratifying our people's promotions and movement across the Service at all levels. Our Core Progression Framework policy confirms that IRB will ensure openness and transparency and balance the needs of our people and organisational delivery to ensure we have the correct people in the right posts, to effectively enable the Service to function.

IRB manages transfer requests across the Service to ensure personnel are enabled to move areas if required where these can be facilitated by the Service. IRB ensures all HR considerations are accounted for when responding to any request.

IRB has the autonomy to manage vacancies appropriately to meet the needs of the Service and recommend additional skills or skilled personnel as appropriate. The IRB gives managers a conduit to raise any areas where there may be resourcing gaps in terms of people and skills. These will be considered and responded to in conjunction with budget managers to have the flexibility to move, increase, decrease resources to reflect changing or emerging risks.

Outcomes of IRB decisions are communicated on a monthly basis to Service Delivery Board members to disseminate throughout the Service.

### **5.2.2 Research, development and implementation board (RDI)**

The RDI primary function is to ensure it has an effective mechanism to develop, introduce and maintain operational equipment and systems of work. The group has a cross section membership of all departments and is facilitated through working groups and representative body engagement.

RDI enables personnel to identify areas of improvement or gaps in our resource provision and to facilitate recommendations to resolve through research and development. RDI will monitor national and future developments, along with local risks, to ensure we are equipped to meet the needs of current and future risks to the best of our abilities.

RDI will manage the process of producing business cases for additional resources not within our current capital plan or Programme Board to go to our Senior Management Board for due consideration.

### **5.2.3 Programme board**

Our Programme Board manages the on-going projects agreed through our Senior Management Board. The purpose of this Board is to provide programme and project support and scrutiny in terms of deliverables against the agreed business case.

Programme Board will drive through future improvements for our resource requirements to meet current and future demands. This will be carried out within a clear and robust project management culture and all project managers are required to update progress, risk and issues on a quarterly basis.

Our capital reporting process is directly linked in with Programme Board to ensure agreed capital aligned to each project is being monitored and managed appropriately.

## **6 MEASURING SUCCESS**

LFR measures success against a number of key indicators which are reported on monthly through our internal Performance Board. We also have clear indicators within our annual Service Plan for key pieces of work relating to resources. The measures are:

- Produce monthly budget reports for revenue and capital reflecting actual and projected costs.
- Deliver agreed Services within 1% tolerance of agreed budget.
- Access to contingency funding to meet the demands of unplanned and unexpected events.
- Identified and utilised collaborative approaches in regards to procurement and/or partnership working to provide our resource requirements
- Ensure we have skilled and confident budget holders and managers within each role.
- Our equipment and kit is fit for purpose and enables us to deliver against our risk in a safe and efficient manner.
- Our people have the ability to progress and move to meet their personal ambitions and organisational needs.
- Our people have the skills to deliver in areas of their responsibility.
- Our projects and programmes are delivered within agreed timeframes and budgets.

## **7 LEARNING FROM OUR ACTIVITY**

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

To ensure we learn from our Resourcing Framework outcomes, we review within our key meetings the areas we can learn from in either improving our processes and reporting, or learning from the outcomes to see if they can be improved.

Within our Financial Procedures there is scrutiny at all levels from budget holder to LCC Executive Committee, in order to continually review and comment on areas of learning from our budget management processes and delivery. This is fed into our Budget Managers meetings by our LCC finance officers and from budget managers.

Within our resource management of our people we ensure we review our agreed outcomes from feedback via department heads in terms of our promotion, transfer and movement of people. We ensure an independent manager is invited to our IRB meetings to offer advice and guidance on matters being discussed and feedback for learning on any areas relating to our people.

We also analyse trends within our HR meetings in terms of grievance, absent management and discipline hearings to identify individual and organisational learning. This is fed into our Service Delivery Board to identify solutions for improvement.

Within our projects, we have review periods agreed when implementing new procedures and equipment to ensure we not only learn from the new procedure or equipment, but we also learn from the process of the evolution of the project to see if we can do it better in the future.

Often the resource requirement are products of areas of learning identified within our Operational Learning Board that recommends actions to ensure the Service learns from local, and national operational environment.

## **8 PROVIDING VALUE FOR MONEY**

The Fire and Rescue National Framework for England 2018 seeks to embed the Home Office reform programme which requires Fire and Rescue Authorities to transform commercially with more efficient procurement and collaboration. LFR will continue to contribute to the National Fire Chiefs Council (NFCC) Fire Commercial Transformation Programme by adopting its three key principles of:

- Standardised requirements
- Aggregated volumes
- Collaboratively managed contracts and suppliers

LFR will comply with LCC’s Contract and Procurement Procedure Rules, the Public Contract Regulations 2015 and statutory guidance issued by the Crown Commercial Service and all other UK and EU legal requirements in order to promote good commercial practice, public accountability and deter corruption.

LFR will check whether a suitable Framework Agreement exists before undertaking any commissioning exercise. Where a suitable Framework Agreement does exist, this will be used unless there is a good reason not to. LFR will adopt a collaborative approach to sustainable procurement by working with other authorities, agencies or existing partners to ensure value for money

LFR, through Procurement Lincolnshire, also seeks to use its spending power and influence to improve the economic growth, social and environmental wellbeing of Lincolnshire. We will ensure the safety, security and resilience of our procurement approach are considered and we deliver an approach which supports Procurement Lincolnshire's vision for greater equality, diversity and inclusion in Lincolnshire.

All procurement advertisements will be placed on Source Lincolnshire, Contracts Finder and on the NFCC procurement site. This enables LFR to deliver value for money through the full consideration of quality and whole life cost, protect and enhance the natural environment by reducing CO2 and other greenhouse gas emissions. Also to reduce waste, reduce unemployment by promoting local jobs and products and develop and maintain an ethical approach throughout the supply chain.

## 9 SUMMARY OF RESOURCING TO OUR RISKS

Our Community Plan drives the strategies we will adopt to mitigate the identified community and corporate risks. It enables us to match our resources to risk, and individuals to interventions and is used to effectively develop further detailed plans, such as our annual Service Plan. Our Resourcing Framework aims to mitigate the following Corporate Risks:

RISK	RISK TYPE	RESOURCE STRATEGY
1	Failure to maintain and develop the competencies and skills of the workforce	We utilise our Internal Resourcing Board to identify and allocate personnel resources in the right posts to have sufficient skills and knowledge to deliver against our risks.

2	Failure to maintain adequate equality and diversity policies	Our projects within our Programme Board have Equality Impact Assessments to ensure any project positively supports equality, diversity and inclusion in all new resources.
3	Failure to maintain an appropriately structured workforce	Our workforce planning process identifies the staffing requirements of the Service and our organisational development strategy monitors and manages the recruitment and development of our personnel. Service Management Board reviews the organisational structure and endorses business cases for additional/changes in staffing as required which is administered through Internal Resourcing Board.
4	Failure to ensure effective financial and performance management in the planning and delivery of Service activities	By ensuring we comply with LCC Financial Procedures 1-6 we will have confidence that we have robust financial management embedded throughout the Service. This will be monitored and managed through monthly Budget Managers meetings, with scrutiny and oversight by finance officers.
5	Failure to ensure appropriate Safeguarding procedures are in place	We will ensure we have qualified and skilled personnel available in all areas where safeguarding procedures are required.
5	Failure to respond to a major disruption of service <sup>2</sup>	Our Business Continuity Staff Shortage plan has been reviewed as a result of the Covid19 emergency and LFR makes use of the flexibility of our on call personnel, relief workers and volunteers to ensure we can maintain an assured level of response.
7	Failure to manage and discharge health and safety responsibilities effectively	Risk assessment is a key factor trained throughout our LFR careers. Our management development programme is being developed to provide better skills and knowledge to undertake this function.
8	Failure to communicate and consult with all internal and external stakeholders	We ensure all our financial procedures, processes and actions are open and transparent and are scrutinised throughout LFR and at Public Protection Scrutiny Committee. Our accounts are also public documents. Outcomes of our movement of our people via our IRB are discussed with our managers and communicated to all staff, where appropriate.

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<sup>2</sup> Resulting from staff shortage,

9	Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-service and inter-agency operations	We ensure collaboration is considered for all projects that are managed through Programme Board. We are on several key regional working groups and have access to national frameworks when considering operational procurement.
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